

# DOCUMENT RESUME

ED 293 606

JC 880 215

**AUTHOR** Farland, Ronald W.; Cepeda, Rita  
**TITLE** English as a Second Language: A Progress Report on Existing Board Policy Directives.  
**INSTITUTION** California Community Colleges, Sacramento. Office of the Chancellor.  
**PUB DATE** Jun 88  
**NOTE** 32p.; Discussed as Agenda Item Number 5 at a Meeting of the Board of Governors of the California Community Colleges (Sacramento, CA, June 2-3, 1988).  
**PUB TYPE** Reports - Descriptive (141)  
**EDRS PRICE** MF01/PC02 Plus Postage.  
**DESCRIPTORS** \*Articulation (Education); Community Colleges; \*Credit Courses; Data Collection; \*Educational Policy; \*English (Second Language); Information Needs; Language Skills; Language Tests; \*Noncredit Courses; Statewide Planning; Two Year Colleges  
**IDENTIFIERS** \*California

## ABSTRACT

In 1985, the Board of Governors of the California Community Colleges adopted eight policy recommendations to guide future development in English as a Second Language (ESL) instruction. This report lists the policy recommendations and describes staff and systemwide activities that have occurred since 1985 in support of each. Specifically, the report indicates that: (1) recommendations designed to improve data collection and course activity reporting have been pursued through the development of a statewide management information system; (2) recommendations to differentiate between credit and noncredit ESL have been advanced through the implementation of new regulations on course standards, and adoption of a policy on basic skills, which created the category of nondegree-applicable-credit courses to accommodate certain levels of ESL courses; (3) a recommendation on uniform assessment procedures has been advanced by the development and publication of "ESL Placement Tests for Community Colleges: A User's Guide"; and (4) recommendations on course equivalency and articulation with four-year schools and K-12 adult schools have been furthered by the distribution of a model "continuum" of ESL courses, with competency descriptions for each level. The report also reviews activities undertaken under recent legislative mandates to document and responds to the existing need for ESL instruction in California. Appendixes offer information on the state-level management information system, a comparison of different credit modes, criteria for the classification of ESL courses, competency level descriptions, and guidelines for desirable competencies for ESL teachers. (EJV)

\*\*\*\*\*  
 \* Reproductions supplied by EDRS are the best that can be made \*  
 \* from the original document. \*  
 \*\*\*\*\*

ED293606

Board of Governors  
California Community Colleges  
June 2-3, 1988

**ENGLISH AS A SECOND LANGUAGE:  
A PROGRESS REPORT ON EXISTING  
BOARD POLICY DIRECTIVES**

**5**

Ronald W. Farland

Rita Cepeda

"PERMISSION TO REPRODUCE THIS  
MATERIAL HAS BEEN GRANTED BY

J. Smith

TO THE EDUCATIONAL RESOURCES  
INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION  
Office of Educational Research and Improvement  
EDUCATIONAL RESOURCES INFORMATION  
CENTER (ERIC)

☐ This document has been reproduced as  
received from the person or organization  
originating it.

☒ Minor changes have been made to improve  
reproduction quality.

• Points of view or opinions stated in this docu-  
ment do not necessarily represent official  
OERI position or policy.

## **ENGLISH AS A SECOND LANGUAGE: A PROGRESS REPORT ON EXISTING BOARD POLICY DIRECTIVES**

**5**

For Information

### **Background**

Instruction in English as a Second Language (ESL) has expanded dramatically in community colleges over the past two decades and continues to be one of the fastest growing areas of the curriculum. In 1984, the Board reviewed a comprehensive report on ESL, and in 1985, it adopted eight policy recommendations to guide future development in that area.

### **Analysis**

The attached report lists the 1985 policy recommendations and describes the staff and systemwide activities that have occurred since then in support of each. Specifically, the report indicates the following:

1. Recommendations designed to "Improve Data Gathering and Course Activity Reporting" to the Chancellor's Office have been pursued through development of the systemwide Management Information System (MIS). Data and reporting deficiencies in ESL in 1985 have all been addressed in the MIS design and it is expected that statewide implementation in 1988-89 will result in detailed, complete, and accurate information about ESL for the first time.
2. Recommendations designed to "Differentiate Between Credit and Noncredit ESL" have been advanced through: (a) implementation of new Title 5 regulations on course standards that resolve some of the credit-differentiation issues; (b) adoption by the Board, in January 1987, of a "Policy on Basic Skills," which created the category of nondegree-applicable-credit courses to accommodate certain levels of ESL courses, and (c) staff participation in advising CPEC on its current study of adult, noncredit education, which it is hoped, will resolve differences between K-12 adult schools and community colleges concerning the delivery of ESL in the noncredit mode.

3. A recommendation on "Uniform Assessment Procedures" has been advanced by the development and publication of *ESL Placement Tests for Community Colleges: A User's Guide*.
4. Recommendations on "Course Equivalency and Articulation with Four-Year Schools and K-12 Adult Schools" have been advanced by: (a) distribution of a model "continuum" of ESL course levels, with competency descriptions for each level; and (b) community college participation in the development of ESL policies for the California State University in that segment's ESL Work Group. They will continue to be addressed in the recently established Curriculum and Assessment Cluster of the Intersegmental Coordinating Council.
5. Recommendations on "Staffing Requirements" for ESL were subsumed in to the deliberations of the Master Plan Commission and Joint Legislative Committee concerning the replacement of community college credentials with minimum qualification standards for faculty and staff. AB 1725, if passed, would give the Board authority to establish such standards and it may be useful, when working with the districts on their implementation, to give special guidance concerning qualifications for instructors in ESL. The report suggests that further pursuit of the 1985 policy recommendations should be the goal of the staff for the foreseeable future.

In addition to describing progress on the 1985 policy recommendations, the report emphasizes that, even with the recent, significant growth in ESL offerings in the community colleges, there continues to be evidence of a large "unmet need" in California. That need, the report suggests, will be both better documented and better responded to as a result of recent legislative mandates, including Greater Avenues for Independents (GAIN), the welfare reform initiative; the Immigration Reform and Control Act (IRCA); and implementation of the Board's own student matriculation policies. Finally, the report indicates consultation is proceeding currently that could result in community colleges beginning to offer ESL instruction on television.

*Staff Presentation.*     *Ronnald W. Farland, Acting Vice Chancellor*  
                                 *Academic Affairs*

*Ritu Cepeda, Dean*  
*Educational Standards and Evaluation*

## Growth and Development of ESL

Instruction in English for non-native speakers has been provided by California's community colleges for decades. Initially, such courses were linked primarily to citizenship instruction for immigrants or to "refresher" courses for foreign students. In 1945 programs began to emerge that were the precursors of the multipurpose discipline we now characterize as English as a Second Language (ESL). There were many approaches developed to ESL in an attempt to meet the needs of those with limited proficiency in English, but they emerged sporadically and independent of one another. It was not until the late 1960s and early 1970s, when a cadre of experts trained in linguistic, psycholinguistic, language acquisition, and instructional delivery skills began to enter the classroom, that the professionalization of ESL began to take place. They brought about a significant transformation of the curriculum that continues until today.

By the 1980s, professionals understood ESL to be a discipline and pedagogy with multiple applications. Unfortunately, the public and many public policy makers, still viewed ESL as primarily "remedial." They assumed ESL was designed to *correct a deficiency* before the student could enter the mainstream curriculum.

In the last five years, a "revolution" of sorts has taken place, fomented largely by a CPEC report on remediation, *Promises to Keep*. The report recommended that by January 1984, all segments of postsecondary education examine

... the clientele, provision of services, and potential growth of English as a Second Language services as a preliminary step in the development of a coherent philosophy and practical strategy to meet both current and future need.

It was this request that triggered a systematic reevaluation of ESL.

This agenda item summarizes progress since 1985 on ESL policy adopted by the Board of Governors. In addition, it highlights other policy developments and events that significantly affect ESL instruction. It concludes with recommendations for possible Board action in the future.

## Board of Governors Policy on ESL

In 1984, the Board reviewed a report that for the first time confirmed the extent of ESL programs in the California Community Colleges. That report also identified the need for the establishment of a coherent "framework for future policy" on ESL. A systemwide advisory committee on ESL was formed, and in May 1985, eight policy recommendations were presented to the Board for its consideration.

### *Implementation of Board Policy*

In 1985, the Board adopted the committee's policy recommendations, which are restated below. In some cases, they are grouped together to better illustrate how subsequent staff activities have advanced the Board's intent.

#### **Improved Data Gathering and Course Activity Reporting**

- |                   |   |
|-------------------|---|
| Issue 1:          | ESL is currently offered under at least nine different departments and classified under five separate TOP Codes.  |
| Recommendation 1. | Establish a uniform Taxonomy of Programs (TOP) Code classification of all ESL course offerings.   |
| Issue 7:          | Due to the reporting and classification problems with ESL, a dearth of information exists upon which to accurately ascertain growth and change or to assess unmet need. |
| Recommendation 7. | Ensure that accurate ESL data are gathered and reported annually by adapting existing reporting mechanisms;   |

Central to these recommendations was the creation of a comprehensive and integrated statewide information system. In 1986, the Chancellor assigned highest priority to the development of the Management Information System, which has now reached the initial pilot-testing stage. At the same time, he specified that efforts to improve existing data-gathering functions, including those related to ESL, be directed toward and integrated with the development of the new system.

The new MIS system restructures the existing Program and Course Inventory to reflect more accurately all program and course offerings within the community colleges, including ESL. For example, it will be possible to identify for any given ESL course: the program or programs with which it is associated; the specific course identifier code; its characteristics (credit status, method of instruction, units, transferability status, level of remediation, etc.); course-offering history; enrollment data; and even staff data. A table illustrating the MIS conceptual design for instructional program and course data is included in Appendix A.

Currently, five colleges are pilot testing the new course file to further refine its design. The staff anticipates that course and program data will be available from the pilot colleges in the fall of 1988 and that statewide implementation of the file will begin at that time. Given the level of detail and integrative capacity of the new

system, staff believes that all of the information called for in Recommendations 1 and 7 will be forthcoming.

### **Differentiation Between Credit and Noncredit ESL**

- |                   |  |
|-------------------|--|
| Issue 2:          | Given the recent mandates to develop stricter criteria for credit and noncredit offerings, confusion exists over the appropriate designation for ESL.            |
| Recommendation 2: | Complement Title 5 criteria for credit/noncredit offerings with additional operational criteria to help in the differentiation between credit and noncredit ESL. |
| Issue 3:          | Of the 89 colleges which offer ESL, 57 offer it only for credit. In these colleges' districts noncredit offerings are the sole purview of the K-12 districts.    |
| Recommendation 3: | Provide alternative options for colleges with credit only programs to enable them to serve all students.   |

Two critical and inescapably linked issues are addressed by these two recommendations: (1) course standards that determine the credit status of a course, and (2) the ability of colleges to meet the demand for ESL instruction throughout the state. That demand runs the full spectrum from survival ESL, usually noncredit, to ESL that is equal to freshman English, credit that is associate-degree applicable *and* transferable.

Again, three major systemwide activities have subsumed the specific recommendations related to ESL and have advanced the Board's intent, albeit in ways not discerned in 1985 and at a pace that sometimes frustrates the specific concerns of ESL proponents. These activities are:

1. revision of Course Standards, Title 5, Sections 55002(a-d) and 55805;
2. adoption of the Board's Academic Standards Policy Statement 1 on Basic Skills Instruction (January 1987), which includes ESL; and
3. initiation of a CPEC study on Noncredit Adult Education in response to Supplemental Budget Act Language, Item 6420-100-001(2), 1987-88.



Each of these is discussed below:

### *Title 5 Revisions*

In 1983, the revision of Title 5 Course Standards was undertaken to strengthen the associate degree. At that time, few foresaw how pervasive and critical an event was about to occur. One of the most salutary outcomes of the implementation of new standards has been the review of well over 120,000 courses systemwide, which has prompted an unprecedented level of dialogue and interaction among faculty on all campuses concerning curriculum standards. English as a Second Language and, specifically, the classification of ESL courses, have greatly benefited from this systemwide debate.

Two specific outcomes are most pertinent to Recommendations 2 and 3. The first is the establishment, in regulation, of more rigorous standards for the conduct of both credit and noncredit courses and, in particular, the creation of a new category of "credit courses not applicable to the associate degree." This new category enables colleges with credit-only programs to offer, and be funded for, a wider range of ESL courses, and specifically justifies those courses that are degree applicable and transferable (see Appendix B). Secondly, to supplement the change in Title 5 regulations, staff developed supplemental criteria designed as guidelines to facilitate colleges' determinations of the appropriate credit status of ESL courses (see Appendix C). This information has been disseminated to all colleges and to the ESL professional networks, the Community Colleges Consortium for ESL (CCCESL) and the California Association of Teachers of English to Students of Other Languages (CATESOL).

### *Board Policy on Basic Skills*

In January 1987, the Board adopted additional policy that directed colleges, to develop by 1990 the capacity to provide, under the category of nondegree applicable credit, "the full range of precollegiate basic skills instruction needed to correct the skills deficiencies of those students who enrolled with an intent to complete degree or certificate courses and/or programs."

Pre-collegiate basic skills courses are defined as courses in reading, writing, computation skills, and English as a Second Language. This policy provides additional direction to colleges, as well as the rationale for the expansion of ESL. However, it still has not fully resolved the issue of how "credit only" colleges can meet the needs of many ESL students for noncollegiate or "survival" courses, which are usually noncredit courses.

### *CPEC Study of Noncredit Adult Education*

The 1987-88 Budget Act directed that CPEC conduct a study of the adult education and noncredit instruction offered by the community colleges and K-12 public school



districts. The study is scheduled to be completed by October 1, 1988. Most pertinent to Recommendations 2 and 3 is the portion of the study that will review, and may recommend revision of, the nine categories of noncredit instruction currently authorized to receive state funding. One of these categories is ESL.

CPEC has established a technical advisory committee for the study, with appropriate representation from both segments. Participation by the Chancellor's staff ensures that committee discussion is well informed about pertinent Board policy, including that on ESL. As soon as the CPEC study is concluded, staff will convene the Task Force on Basic Skills to address the remaining issues on the delineation of credit and noncredit instruction in all basic skills areas, including ESL. The Task Force will include representatives from ESL constituencies.

### Uniform Assessment Procedures

**Issue 4:** As many as 21 different assessment instruments are used statewide; therefore, placement decisions vary from college to college leading to problems concerning course placements and student transfers from college to college.

**Recommendation 4.** Facilitate more uniform practices through the establishment of an ESL committee to review and correlate various language assessment instruments; recommend assessment and placement procedures and act as a clearinghouse for research on language testing conducted by local districts.

In 1986, a subcommittee of the Chancellor's Advisory Committee on ESL was formed to address Recommendation 4. This group was composed of ESL practitioners and assessment experts from the field who subsequently developed a significant document, *ESL Placement Tests for Community Colleges: A User's Guide*. The *Guide* explains what ESL placement testing is all about. It distills a great deal of theory about second-language testing into a form that is useful to teachers working in the field, as well as informative to those faced with the unfamiliar task of overseeing large ESL or bilingual programs.

The *Guide* was issued in April and disseminated systemwide. It is expected that the *Guide* will also be utilized in the work of the Chancellor's Office Matriculation Assessment Advisory Panel, whose task it is to develop recommendations for the establishment of systemwide assessment policies and procedures.

### **Course Equivalency and Articulation with Four-Year Institutions and Adult Schools**

Issue 5: There are no uniform criteria for the various levels of ESL course offerings as such. Problems exist relating to ESL-level equivalencies from college to college.

Recommendation 5. Facilitate course content equivalencies for the beginning, intermediate and advanced ESL levels through statewide guidelines.

Issue 6: The University of California and California State University also offer ESL. Intersegmental articulation concerns have arisen, particularly in regard to the ESL levels which are the equivalent of College English Composition (*i.e.*, English 1A).

Recommendation 6: Designate a special committee to study issues related to the articulation of ESL programs and courses with four-year colleges and adult schools.

Quite apart from the credit/noncredit delineation discussed above, there is a need within the ESL discipline to develop some commonality of course content, structure and standards.

Several activities have been undertaken by staff that address Recommendations 5 and 6. The most relevant include: (1) dissemination of a proposed "continuum" of ESL course levels, with specific competency descriptors ascribed to each; (2) participation in the recently formed Intersegmental Coordinating Council (ICC) - Curriculum and Assessment Cluster; (3) meeting jointly with the California State University's English as a Second Language Work Group; and (4) participation in CPEC's Technical Advisory Committee on the Study of Adult/Noncredit Education.

#### *ESL Continuum*

In consultation with the Chancellor's Office Advisory Committee on ESL, staff made available to the field a model "continuum" comprised of nine levels. Each level is described in terms of the type of competencies or behaviors that could be expected of a student at that level of English proficiency. For example, Level I describes students who are unable to function in spoken or written English. Level IX, in contrast describes students with near-native "competence, including mastery of organization in expository and argumentative essay writing." The full text of the model continuum is included in Appendix D.

As a response to Recommendation 5, the continuum has served to facilitate discussion within and among the segments about what is meant by beginning.

intermediate, and advanced ESL. It is important to note, however, that the continuum is offered only as a guide to facilitate faculty discussion. A given course may overlap any two levels, depending on the way in which faculty conceive the overall program, define the purposes of the courses, or assess the skills needed by the student population.

### *The Intersegmental Coordinating Council (ICC)*

The California Education Round Table, composed of the principals of the state's educational segments and the Director of the California Postsecondary Education Commission, is the primary state entity for fostering, promoting, and coordinating intersegmental programs and activities. In 1987, the Round Table established the Intersegmental Coordinating Council (ICC) as the primary mechanism for implementing its policies. The Round Table further defined the ICC to be composed of four clusters, two of which - the Transfer and Articulation and Curriculum and Assessment clusters - provide the greatest opportunities for addressing intersegmental questions of course equivalency and course articulation. The Curriculum and Assessment Cluster has specifically identified ESL as one of the most critical issues for discussion within its charge. Staff expects that significant intersegmental progress will be made during the 1988-89 academic year.

### *CSU ESL Work Group*

In 1986, the State University's Chancellor's Office formed the English as a Second Language Language Work Group. The Community College Chancellor's Office was invited to appoint a representative as liaison to the group, and it is through this arrangement that community college input has been integrated into the policy recommendations of the Group, which are to be submitted to the CSU Chancellor and faculty for review. Most pertinent to this discussion are the following:

1. Proposed statement on ESL coursework eligible for baccalaureate credit (i.e., ESL courses that are transferable);
2. ESL coursework that may satisfy the CSU general education requirements in written and oral communication;
3. Proposal for describing the levels of ESL courses to be offered by the CSU; and
4. Proposal for the acceptance of ESL college preparatory English.

These proposals will, along with those developed by the University and the Community Colleges, likely serve as a basis for intersegmental discussions in the Curriculum and Assessment Cluster.

*CPEC Study of Noncredit Adult Education*

The CPEC study described earlier is noted again in this section because of its specific application to Recommendation 6 on intersegmental articulation, particularly between community colleges and the K-12 adult schools. It is expected that the study will clarify the roles of community colleges and adult schools and will identify areas of necessary cooperation in order to address the large, unmet need for ESL instruction.

**Staffing Requirements**

**Issue 8:** Because of commonalities in their refugee or immigration experience, and cultural and academic backgrounds, ESL students need instructors who possess specific skills unique to their language learning needs.

**Recommendation 8:** Develop Title 5 regulations to establish a separate ESL instructor's credential; establish an ESL instructor in-service training program for existing staff to ensure teacher competency, and produce a report to examine the implications of implementing the credential requirement for new and existing staff.

This recommendation was based on information and studies available from CATESOL and the Center for Language Education and Research at UCLA. Simply stated, these studies showed that, although there are elements in their preparation that ESL teachers share with other instructors, the uniqueness of their educational responsibility cannot be overlooked. ESL instructors are expected not only to know about second-language acquisition, language methodology, and structure of the English language and that of their students' language(s), but also the sociocultural and cognitive aspects of second-language learning and teaching, materials evaluation and development, techniques for teaching the four skills (listening, speaking, reading, writing), and a number of other things that are not typically part of the professional preparation of the average college English teacher.

Both the Commission for the Review of the Master Plan and AB 1725 would eliminate the community college credential as a prerequisite for faculty employment. It is now Board policy to replace credentials with minimum qualification standards. Meanwhile the Chancellor's Office has made available to the field a set of guidelines developed by CATESOL that describe the special qualifications that colleges should look for in ESL faculty (see Appendix E). Assuming passage of AB 1725 or some other measure that would eliminate the credential, the Board may wish to advise districts of these special qualifications as they implement the new minimum qualification standards for faculty.

## Proposals for Future Action

The preceding section described the implementation of the Board's 1985 ESL policy. It pointed out that, in all cases, implementation occurred within the context of systemwide reform, and that the Chancellor's Office has successfully implemented each of the recommendations, either fully or in part. That policy framework will continue to guide the work rules of the advisory committee and Chancellor's staff, and will be adapted appropriately to emerging systemwide priorities.

There is an issue, however, that was not directly anticipated in any of the eight policies, but which has emerged most strongly since 1985. That is the issue of *unmet need* for ESL. Following are the pertinent policy developments and other activities that describe this issue and suggest that it be given priority within the Chancellor's Office.

### *Unmet Need in ESL*

There are several indicators of an unmet need for ESL throughout California. In the Los Angeles area alone, it is estimated that 40,000 persons seeking ESL instruction in the K-12 adult schools were turned away during the 1987-88 academic year.

In the community colleges, the number of ESL course offerings continues to grow. In fact, between 1983-84 and 1986-87, ADA generated by noncredit ESL courses increased by 50 percent. This growth, however, represents only the supply side of the equation; it cannot fully document the unmet demand. Three laws enacted between 1985 and 1988 are primarily responsible for the accelerated demand for ESL; (1) AB 2580, (Konnyu), Greater Avenues in Independence (GAIN); (2) the federal Immigration Reform and Control Act (IRCA) (PL 99-603); and (3) AB 3, Matriculation (Chapter 1467, Statutes of 1986).

### *GAIN*

In the Fall of 1985, the Legislature enacted AB 2580 (Konnyu), Greater Avenues for Independence (GAIN). Passed as a welfare reform measure, the program provides welfare recipients for employment through a broad range of services: job-search skills, basic education, vocational assessment and counseling, vocational education, job training and work experience. A March 1988 report by the Chancellor's Office has provided the first comprehensive picture of GAIN and its participants. The report confirms the increasing success of GAIN and underscores the better-than-average academic performance of these students. The report projects an enrollment of 21,300 students for the 1988-89 academic year, and indicates that vocational education and ESL are among the most frequently provided educational services. These projections are derived from the 17 colleges that participated in GAIN during 1986-87. That number is expected to grow to 58 colleges by 1988-89.



## IRCA

In November 1986, President Reagan signed into law the Immigration Reform and Control Act (PL 99-603). This legislation allows certain aliens who have resided illegally in the United States to apply for legal residency. The criteria and specification for eligibility under this Act are numerous, and Chancellor's staff have been working for nearly a year to delineate the role of community colleges in the implementation of the law. The law requires three things of all Eligible Legalized Aliens (ELAs): (1) a health examination and certification, (2) a demonstration of financial self-sufficiency, and (3) a knowledge of English and U.S. History and Government. It is with this third requirement that the educational community becomes most involved.

It is estimated that nationally there are 3.9 million aliens who are eligible to become legal residents. Of these, 55 percent (1.7 million) reside in California. The Health and Welfare Agency has been designated as the evaluating agency for California; its responsibility is to administer the State Legalization Impact Aid Grant (SLIAG) and to allocate the federal funds provided to carry out the Act's provisions. The Grant currently includes \$351 million for the educational costs to be incurred by the state between 1987-88 and 1991-92, the five-year span within which Act is to be implemented.

The most conservative estimates indicate that at least 900,000 illegal aliens in California will need ESL and citizenship instruction. Inasmuch as the adult schools and community colleges will be primary providers of this instruction, the increased demand for ESL courses and the need for a rapid and concentrated response to these prospective students represents a major commitment of staff and resources.

### *AB 3, Matriculation (Chapter 1467, Statutes of 1986)*

With the advent of matriculation and the systematic assessment of all entering community college students, it has been estimated that approximately 19 percent of all students enrolled in degree or certificate courses, will need basic skills instruction - reading, writing, occupational skills, and ESL. It was estimated that for the current academic year, approximately 191,580 students systemwide would require some form of basic skills instruction. Once again the demand for ESL has been expanded by policy reforms.

### *Meeting the Need*

In January 1987, in response to the anticipated growth in the need for basic skills instruction, the Board adopted a policy that all colleges must provide, under the category of nondegree applicable credit (Title 5, Section 55002(b)), "the full range of precollegiate basic skills instruction needed to correct the skills deficiencies of those students who enroll with an intent to complete degree or certificate courses and/or programs." Acting on this mandate, staff submitted a budget change proposal (BCP)



that resulted in an appropriation of \$11 million for 1987-88. These funds are to be allocated to colleges to support growth above their CAP, if that growth occurred in one of the basic skill areas designated in Board policy. It is anticipated that the 1988-89 Budget Act will provide the necessary staff and fiscal resources to further implement Board policy and extend the augmentation of funds for the expansion of basic skills instruction.

Funding under the Immigration and Reform Act, made available through the State Legislation Impact Aid Grant is another source of revenue that can be used to meet the need. Staff has already been directed to coordinate the dissemination of information and the necessary application guidelines to all colleges. As noted earlier, California expects to receive \$351 million in federal funds to offset the cost of administering the Act.

Staff is also exploring other alternatives to meet the growing demand for ESL. Among these is the possibility of using instructional television. In order for colleges to offer televised ESL instruction, however, statutory and regulatory changes must be made. Specifically, Title 5, Section 55316, and *Education Code* Section 84500, limit eligibility for state funds to televised courses that are classified as independent study courses and that are transferable to four-year colleges and universities. This restriction severely limits the ability of colleges to offer ESL and other basic skills courses that are not transferable. The Board's *Education Code* review project would, if the proposed legislation is approved, give the Board authority to modify the current restraints.

Consultation with the Academic Senate and Council of Chief Instructional Officers has yielded a recommendation that the Board use that authority first to create regulations that would permit the offering of ESL instruction via television. Staff expects to bring a proposal to the Board as soon as the outcome of the *Education Code* legislation is known.

# APPENDICES

# APPENDIX A

## Conceptual Design: Chancellor's State-Level Management Information System Instructional Program and Course Data

### INSTRUCTIONAL PROGRAM

- Identification
  - ▶ Program Number
  - ▶ District Code
  - ▶ College Code
  - ▶ TOP Code
  - ▶ Program Name
  - ▶ Program Type
- Characteristics
  - ▶ Date Initiated
  - ▶ Program Goals/Objectives
  - ▶ VEA Funding Status
  - ▶ Units Required for Degree/Certificate
  - ▶ Date of Application
  - ▶ Date of Approval



### COURSE INVENTORY

- Classification and Identification
  - ▶ District Code
  - ▶ College Code
  - ▶ Course Identifier
  - ▶ Course Classification Code
  - ▶ SAM Priority Code
  - ▶ CAN Number
  - ▶ UC Articulation Status
  - ▶ CSU Articulation Status
  - ▶ TOP Code
  - ▶ Program Affiliation
  - ▶ Date of Application
  - ▶ Date of Approval
  - ▶ Course Name
- Characteristics
  - ▶ Credit/Noncredit
  - ▶ Method of Instruction
  - ▶ Method of Evaluation
  - ▶ Enrollment Accounting Method
  - ▶ Lab Hours
  - ▶ Lecture Hours
  - ▶ Course Goals/Objectives
  - ▶ Prerequisites
  - ▶ Materials Required
  - ▶ Units of Credit--Maximum
  - ▶ Units of Credit--Minimum
  - ▶
  - ▶



### COURSE OFFERING HISTORY

- College Code
- Course Identifier
- Section Identifier
- Social Security Number (staff)
- Section Date--Beginning
- Section Date--Ending
- Meeting Time
  - ▶ Beginning
  - ▶ Ending
- Section Meeting Days
- Instructional Setting
- Meeting Facility
  - ▶ Site Code
  - ▶ Building Number
  - ▶ Room Number
- Enrollment Data
  - ▶ Total Section Contact Hours
  - ▶ Positive Attendance Hours

## APPENDIX B

### Comparison of Different Credit Modes -- New Title 5 Regulations

| Degree Credit  | Nondegree Credit   | Noncredit   | Community Service   |
|--|--|---|---|
| 55805.5 Content and objectives of course fall into one of categories a-e of this section of Title 5  |  | 84711a(1-9) Education Code<br>Content and objectives of noncredit courses must fall in one of these nine categories   | <i>Content and objectives are limited to those capable of generating sufficient attendance to fully support offerings</i>   |
| 55002a(1) Recommended by curriculum committee. Approved by local board   | 55002b(1) Recommended by curriculum committee. Approved by local board. Needed by eligible students  | 55002c(1) Recommended by curriculum committee. Approved by Board. Needed by enrollees   | 55002d(1) Approved by local board.  |
| 55002a(2) Credentialed Instructor  | 55002a(2) Credentialed Instructor  | 55002a(2) Credentialed Instructor   |   |
| 55002a(3) Official outline with:<br>1) scope, units, objectives, and content<br>2) reading and writing assignments and homework<br>3) teaching methods<br>4) methods of evaluation | 55002b(4) Official outline with:<br>1) scope, units, objectives, and content<br>2) reading and writing assignments and homework<br>3) teaching methods<br>4) methods of evaluation | 55002c(3) Resource materials, attendance, achievement standards approved by curriculum committee<br>55002c(4) Official outline with:<br>1) scope, units, objectives, and content<br>2) teaching methods<br>3) methods of evaluation | 55002d(2) Designed for physical, mental, moral, economic, or civic development<br>55002d(3) Provides subject matter content, resource materials, and teaching methods which the local board deems appropriate for the enrollees |
| 55002a(4) Instructional objectives are common to all students.   | 55002a(4) Instructional objectives are common to all students  |   | 55002d(4) Is conducted in accordance with a predetermined strategy or plan  |
| 55002a(5) Student performance is evaluated by essay unless problem solving or skill demonstration is more appropriate; a formal grade is assigned                                  | 55002b(5) Student performance is evaluated and assigned a formal grade   |   |   |
| 55002a(6) Carnegie Units: 3 hours work per week per unit, prorated for labs, etc.  | 55002b(6) Work required per unit locally determined  |   |   |

## Comparison of Different Credit Modes -- New Title 5 Regulations

| Degree Credit  | Nondegree Credit                               | Noncredit | Community Service                       |
|--|--|-----------|---|
| 55002a(7) Scope and intensity of work require independent study outside class.   |  |           |   |
| 55002a(8) Entrance skills, prerequisites   | 55002b(7) Prerequisites as applicable          |           |   |
| 55002a(9) College level language and computational skills necessary  |  |           |   |
| 55002a(10-11) Requires critical thinking, ability to apply "college level" concepts, vocabulary, and learning skills, as determined by local curriculum committee. |  |           |   |
| 55002a(12) Uses educational materials approved by the curriculum committee as "college level"  |  |           |   |
| 55002a(13) Limits repeated enrollment  | 55002b(8) Partially limits repeated enrollment |           | 55002d(5) Open to all community members |

## APPENDIX C

### Supplemental Criteria for the Classification of ESL Courses According to the New Course Standards

In the past ten years, English-as-a-Second Language (ESL) has become, without a doubt, one of the educational areas which has grown most quickly. Demographic changes, passage of the Refugee Assistance Act and the more recent Immigration Reform Control Act (IRCA) at the federal level, in addition to the passage of Proposition 63 (the English Only Proposition) -- all have combined to create an increased need and demand for ESL instruction.

Most recently, in direct response to a request made by the state Legislative Analyst's Office, Chancellor's staff prepared a report which estimated the ADA (both credit and noncredit) generated by ESL course offerings. These estimates indicated that in the 1986-87 academic year approximately \$67 million were generated by ESL courses. This compares to \$61 million in 1985-86 and \$53 million in 1984-85.

In addition to their fiscal significance, ESL course offerings have been at the center of the academic debate, particularly as the issue of remediation is discussed. In 1984 the California Postsecondary Education Commission (CPEC) published a report, *Promises to Keep*. The purpose of this report was to improve and agree upon an intersegmental definition for remediation. As a result of Chancellor's Office participation and community college input, the CPEC study stated that unlike reading, writing, and computational skills, ESL did not fit entirely within the definition of remediation.

In January 1985, specific Board of Governors policies were adopted in the form of eight recommendations requiring further staff work specific to ESL (see Attachment A). Even then, recommendations were made (see recommendation #2) that recognized the need for supplemental criteria to Title 5 which would help faculty in the proper classification of ESL courses. The key points made in these recommendations still apply. Following is a restatement of the basic tenets raised in those recommendations. The wording has been updated to coincide with the new proposed Title 5 course standards:

- Like any other instructional area, ESL is subject to the same criteria as specified in Title 5 of the Administrative Code. If credit and degree applicable, the course must meet the requirements of Title 5, 55002a(1-13) and 55805; if credit but not degree applicable, Section 55002b(1-7); if noncredit, 55002c(1-4) and Education Code Section 84711a(1-9).
- In order to facilitate the classification of ESL courses and because of the unique student characteristics applicable to ESL, additional factors should be considered which focus on: a) the use of placement test scores as pre-requisites



for entrance into a credit course, and b) the course focus - is the course offered in support of, or as part of, an academic program - does the course transfer to a four-year college?

The following table helps to illustrate the various options under which ESL courses may be classified.

**English as a Second Language Course Classification Options**

| Minimal Criteria  | Degree | Non-Degree | Noncredit |
|---|--------|------------|-----------|
| 1. The course prepares students for academic work                       | X      | X          |           |
| 2. Is a VESL course concurrently taken with credit Vocational Education | X      | X          |           |
| 3. Is a pre-VESL course   |        | X          | X         |
| 4. Is equivalent to English 1A or is one level below 1A                 | X      |            |           |
| 5. Uses test scores as a prerequisite                                   | X      | X          | X         |
| 6. Teaches survival skills only   |        |            | X         |

# APPENDIX D

## COMPETENCY LEVEL DESCRIPTIONS

California Community Colleges  
English as a Second Language

| LEVELS OF INSTRUCTION          | LEVELS OF STUDENT COMPETENCE  |
|--------------------------------|---|
| ADVANCED<br>(levels VII to IX) | <p>ESL<br/>LEVEL IX</p> <p>Able to understand most speech in any moderately clear context. Occasionally confused by highly colloquial or regional speech. Conveys exact meaning. Reads and understands general academic material; displays ability to extract salient elements, sometimes with use of dictionary, at somewhat below native speed. Writes with occasional errors in idiom at somewhat below native speed; demonstrates good control of organization of expository/argumentative essay.</p>   |
|                                | <p>ESL<br/>LEVEL VIII</p> <p>Able to understand most conversations on nontechnical subjects and routine conversations. Can function when not in face-to-face contact but may have difficulty with rapid speech. Participates effectively in social and academic conversations; makes occasional errors in idiom and structure, seldom obscuring meaning. Reads and understands general expository materials and texts in academic area with frequent use of English dictionary. Reads with some ease for information and pleasure. Writes with some fluency, but with occasional errors and misuse of idiom. Shows very little understanding of organization of expository/argumentative essay, but is ready to develop and self-correct.</p>   |
|                                | <p>ESL<br/>LEVEL VII</p> <p>Able to understand most conversation on nontechnical subjects when addressed directly. Makes some errors in idiom and structure, often obscuring meaning. Cannot always follow rapid conversation between native speakers. Able to communicate by phone on familiar subjects. Has control of basic grammar but not of more difficult grammar. Reads and understands most expository materials with use of English dictionary and material in appropriate academic areas with some use of bilingual dictionary, all at a slow pace. Comprehension problems caused by insufficient vocabulary and difficulty in extracting salient elements. Able to handle routine writing tasks fairly within a familiar context. Sentence structure is under fair control within familiar academic areas; control weakens under time or test pressures. Little understanding of paragraph organization of expository or argumentative essay.</p> |

## English as a Second Language (Cont'd.)

| LEVELS OF INSTRUCTION                           | LEVELS OF STUDENT COMPETENCE  |
|---|---|
| <b>INTERMEDIATE</b><br><i>(levels IV to VI)</i> | <b>ESL LEVEL VI</b><br><p>Able to understand conversations between native speakers when speech is not too rapid. Able to initiate and sustain conversations on everyday topics. Able to understand most lectures on familiar subjects at normal speed. Telephone ability somewhat limited. Reads and understands lesson materials at an intermediate level including narrative and descriptive texts. Uses all-English dictionary with some reference to bilingual dictionary. Able to write business letters and fill out complex applications with some degree of accuracy. Limited ability to organize a narrative or descriptive paragraph.</p> |
|   | <b>ESL LEVEL V</b><br><p>Able to understand conversation on a variety of everyday topics with decreasing need for repetition. Able to expand on basic ideas in order to keep a conversation going. Control of basic grammar is becoming more consistent. Able to read simple narrative and informative material and to identify implied information in reading. Has limited ability to organize a narrative or descriptive paragraph.</p>   |
|   | <b>ESL LEVEL IV</b><br><p>Able to understand conversation on a variety of every day subjects with some need for repetition. Can give simple explanations and ask for clarification. Can communicate on the phone but with difficulty. Control of basic grammar is evident but inconsistent. Able to read simplified materials on subjects within a familiar context with some comprehension of nonsimplified materials. Able to perform most daily writing tasks with some errors in a familiar context including short personal notes and letters, but with some degree of difficulty.</p>   |

## English as a Second Language (Cont'd.)

| LEVELS OF INSTRUCTION                        | LEVELS OF STUDENT COMPETENCE   |
|--|--|
| <b>BEGINNING</b><br><i>(levels I to III)</i> | <b>ESL LEVEL III</b> Able to understand previously learned phrases and simple new phrases which contain familiar vocabulary. Able to function in most basic survival situations. Able to ask and respond to direct questions on familiar subjects. Can engage in conversation and participate with difficulty in some social situations when the content is familiar and when addressed directly. Little control of grammar. Can read simple sentences and instructions and simplified materials on subjects related to immediate needs. Able, but with difficulty, to write short sentences to convey instructions and simple messages. |
|  | <b>ESL LEVEL II</b> Able to understand a restricted range of simple previously learned phrases spoken slowly and with some repetitions. Able to read and write some words and phrases and produce basic personal information simplified forms. Weak telephone ability; prefers not to speak on the telephone.  |
|  | <b>ESL LEVEL I</b> Unable to function in spoken or written English. Able to understand some isolated words and phrases if supported by visual cues. May be able to name colors, read letters of the alphabet, and dollars and cents, and write own name and address with assistance.   |

## APPENDIX E

### Guidelines For Desirable Competencies for ESL Teachers

*The Preparation of the American School Teacher.* These guidelines are intended to suggest desirable competencies for the teacher of English to speakers of other languages. In common with that of all teachers, his preparation will be based on a sound *general education* - courses and experiences which help him become a well-educated person with a strong background in the liberal arts and sciences, including psychology. *Academic specialization* courses and experiences help him to become proficient in the area of concentration; and *professional education* courses and experiences help him prepare himself as a teacher.

The statement which follows presupposes concurrent or prior completion of the baccalaureate degree program and is therefore concerned primarily with academic specialization and professional education. Its purposes are: (A) to define broadly the role of the English as a Second Language teacher in American schools, (B) to describe his personal qualities and professional competencies, and (C) to state the minimal objectives for a teacher education program designed to develop professional competencies and to characterize the features of such a program.

#### A. The Role of the English as a Second Language Teacher in American Schools

The teacher of English to speakers of other languages in American schools is expected to:

1. Progressively develop in his students' comprehension of and ability to interact with English-speaking American society through mastery of communicative competence in English as it is used by the English-speaking population.
  - ▶ Help his students gain mastery of both receptive (listening and reading) and productive (speaking and writing) English-language skills.
  - ▶ Help his students gain an awareness of and respect for similarities and differences between the English-speaking culture and their own cultural heritage.
  - ▶ Help his students gain knowledge of American social customs, traditions, folklore, history, and literature in such a way as to contribute to their mastery of the language and culture, and their future educational and social development.
2. Evaluate his students' progress toward the above objectives, identify their strengths and weakness in performance, and adjust their instruction appropriately.

3. Make judicious selection and use of approaches, methods, techniques, procedures, materials and aids appropriate to effective language teaching for his pupils and curriculum objectives.
  - ▶ Evaluate the effectiveness of these teaching procedures and materials in bringing about student behaviors appropriate to the curriculum objectives, and revise their use as necessary.
  - ▶ Maintain vitality in the instructional program by implementing changes in the goals, procedures, and materials whenever such changes are indicated by changes in the teaching situation, or by developments in language-teaching theory and practice.
4. Correlate the sequence and scope of this teaching with that in other instructional areas in the curriculum; and contribute to the definition of curriculum goals for linguistic minority students in English as a Second Language specifically, and in other areas generally.

**B. Personal Qualities, Professional Competencies and Experience of the English as a Second Language Teacher in American Schools.**

To achieve the objectives of his teaching role the teacher of English as a Second Language in American schools is expected to:

1. Have personal qualities which contribute to his success as a classroom teacher, ensure understanding and respect for his students and their cultural setting, and make him a perceptive and involved member of his community.
2. Demonstrate proficiency in spoken and written English at a level commensurate with his role as a language model. Whether he is a native-language or second-language speaker of English, his command of the language should combine qualities of accuracy and fluency; his experience of it should include a wide acquaintance with writings in it.
3. Have had the experience of learning another language and acquiring a knowledge of its structure; and have a conscious perception of another cultural system. If possible, the language and cultural system should be related to that of the population with which he is to work.
4. Understand the nature of the language; the fact of language varieties - social, regional, and functional; the structure and development of the English language systems; and the culture of English-speaking people.
5. Have a knowledge of the process of language acquisition as it concerns first and subsequent language learning and as it varies at different age levels; and



understand the effects on language learning of sociocultural variables in the instructional situation.

6. Have an understanding of the principles of language pedagogy and the demonstrated ability, gained by actual teaching experience, to apply these principles as needed to various classroom situations and instructional materials.
7. Have an understanding of the principles, and ability to apply the techniques and interpret the results of second-language assessment of student progress and proficiency; and ability to evaluate the effectiveness of teaching materials, procedures, and curricula.
8. Have sophisticated understanding of the factors which contribute to the life styles of various peoples, and which determine both their uniqueness and their interrelationships in a pluralistic society.

### C. Objectives and Features of a Teacher Education Program in Teaching English as a Second Language

A program to prepare a beginning English as a Second Language teacher must provide him with the opportunity to develop the academic and professional competencies set forth in Section B above. These competencies will be developed to a level of proven ability capable of enabling him to fulfill satisfactorily the role-objectives specified in Section A above, and as demonstrated through actual teaching responsibility under experienced supervision.

The program features instruction and experiences which contributed directly to development of competencies in linguistics and English linguistics, psycholinguistics, language pedagogy and assessment, including supervised teaching experience, and studies in culture. In addition, the program requires objective assessment of both the English and foreign-language proficiency of all candidates, and provides or arranges for supplementary instruction whenever necessary.

A teacher education program may be viewed as having five main components with overlapping competency objectives. The list of topics and experiences given here (with cross references to Section A above) is not intended to be exhaustive or limiting, but only broadly suggestive of the content of each instructional component.

1. *Academic specialization.* Courses and training with the primary objective of helping the student to understanding and knowledge of the nature of the language, English-language systems, language learning, and language in culture.

- a. Linguistics and English linguistics (B4) - the nature of the language, its systematic organization, variation and change; major models of linguistic description; major subsystems of present-day English (grammatical, phonological/graphemic and lexical/ semantic), its historical development and dialectal variation; contrastive linguistics with special reference to the comparison of English and a "linguistic minority" language.
  - b. Psycholinguistics and sociolinguistics (B5) - language acquisition processes in first and second language learning, age differentials in language learning, individual learning styles; basic sociocultural variables in language use and language learning, types of bilingual and multilingual educational situations, social determiners of dialect and style.
  - c. Culture and society (B3, B4, B5, B8) - the elements of sociocultural systems; cultural pluralism in American society; description, comparison and interrelationship of English-speaking and linguistic-minority cultures; culturally determined life styles and learning styles and their effect on second language learning.
2. *Pedagogy*. Foundations, methods, and practicum - courses and training with the primary objective of providing theoretical and methodological foundations, and practical experience leading to competence in actual teaching situations.
- a. Professional education - social foundations and organizations of American education, human growth and development, learning theory, and curriculum development, including the place of English as a Second Language in the curriculum.
  - b. Second-language pedagogy (B6) - objectives, theoretical approaches to, and methods of teaching English as a Second Language; language-teaching techniques and procedures; curricula, teaching materials and aids; adaptation of instructional materials to specific situations; professional information sources; journals, research reports, and professional organizations; design, implementation and evaluation of innovative materials and techniques.
  - c. Second-language assessment (B7) - principles of testing; techniques and interpretation of second-language assessment of student progress and proficiency; evaluation of teaching materials, procedures, and curricula.
  - d. Language teaching practicum (B6, B7) - systematic directed observation, supervised teaching practice, and progressive teaching responsibilities which contribute to experience and competence in the primary roles of the English as a Second Language teacher described in Section A above. (Although experience gained in the training program will usually be

more extensive and direct the roles that help shape student behaviors (A1-A2) than in those roles more broadly concerned with curriculum development and evaluation (A3-A4), opportunities should be made available for some experience in all roles.)

- (1) The institution provides opportunities for systematic, directed observation of a variety of English as a Second Language teaching situations for children, adolescents, and adults at beginning, intermediate, and advanced levels of instruction, and which employ a representative variety of appropriate teaching methods, materials, and aids.
  - (2) The institution provides directed teaching practice with progressively increasing responsibility, under expert supervision in teaching situations appropriate to the student teacher's employment goals. Through this experience the candidate will both develop and demonstrate his actual and potential ability as an English as a Second Language teacher by achieving at least a "good" level of competence in the role-objectives of Section A above.
3. *Another Language. Learning experience, structural and cultural information (B).* For those candidates who have not had recent experience learning another language, the institution offers, or provides by special arrangement, second-language instruction. Whenever possible, courses are available by which the candidate can gain knowledge of the linguistic structure of the language and features of the cultural system of the population with which he intends to work.
  4. *Evaluation of candidates.* Evaluation of each candidate's achievement in the areas of competence outlined above is an integral and systematic part of the teacher education program at all its stages (i.e., for admission to, retention in, and completion of the program).
    - a. English language proficiency (B2) of both native and non-native speakers is demonstrated by satisfactory completion of appropriate college-level course work requiring a high level of oral and written expression and/or objective assessment by standardized test instruments properly interpreted.
    - b. The institution publishes a clearly formulated policy concerning admission to, retention, and successful completion of the teacher education program. The statement of this policy includes precise information about application procedures and criteria for admission to the program; it indicates how and by what professional criteria students may be eliminated from the program; and it sets forth clearly the minimal academic achievement and level of teaching competence required for successful completion of the program.

- c. The institution evaluates the candidate's achievement by instruments appropriate to the measurement of each competency, including direct evaluation of teaching performance. The results of the evaluation are available for advising the candidate in his continuing education and career development, and for recommending, licensing, and employing him. His readiness to teach is certified in the name of the whole institution. An official designated to make such certification is able to demonstrate that he has received assessments concerning the candidate's performance in all units of the teacher education program.
5. *Staff and facilities.* The institution has a staff whose combined competencies are superior to the level of instructional proficiencies which are the objectives of the program. The teachers and supervisors of courses and training in teaching methodology are themselves superior in the competencies outlined in Section B above.

The institution maintains an up-to-date curriculum materials, collection comprising materials, aids, and equipment commonly used in teaching English as a Second Language at all levels. Journals, research reports, and other sources of supportive professional information are available and kept current.

The institution maintains close contact with the instructional programs in which candidates serve their observation and directed teaching practice assignments.

---

*Revised by William E. Norris based on criteria adopted by the TESOL Guidelines Conference, May 29-30, 1970 and a preliminary draft by James E. Alatis. Foreword by Albert H. Marckwardt.*

*These guidelines were distributed to the profession, discussed at the TESOL Convention in Washington in 1972 as well as at other conventions and among the TESOL regional affiliates, and ratified by the Executive Committee of TESOL on March 7, 1975 in Los Angeles.*